

CHILD WELFARE LEAGUE OF AMERICA, INC.

130 EAST TWENTY-SECOND ST., NEW YORK, N. Y.

VOL. XXI, No. 6

BULLETIN

JUNE, 1942

A Child Placement Agency Develops Consultation and Foster Day Care Services

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and

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LAST September when industry began taking on more women, there was a sudden demand for day-placement of children by mothers wishing to go to work. Since the Children's Aid and Protective Society has always done some part-time placement of children, we had a few such homes available and were able to meet the requests for day care as they came in or to help the family make other plans. It appeared that the principal reason for women wishing to go to work was generally that they saw an opportunity to pay off debts. There did not seem to be any intention of continuing to work indefinitely. The number of these requests reached a peak of about twenty-five during September and early October, after which there was a decided drop to less than ten for November, and about the same number per month since then. A new, permanent service, which all child-placing agencies would undoubtedly be called upon to give, especially those near industrial centers, seemed to be developing. A meeting was therefore called in October to discuss standards and licensing regulations with members of the Health Department. The homes which our society had used in the past for part-time foster home placements had always been investigated and licensed by the local Board of Health, and the children in those homes had been supervised by us. Many independent placements were revealed. Since all felt that the day care program would undoubtedly expand, it was felt that plans should be made, not only to correct this situation, but to set standards for future placements.

Some newspaper publicity, engaged in because this was considered a new service, brought applications from people wishing to take children for day care. Others saw the opportunity of establishing nurseries in their homes and started to look around for large houses with spacious grounds which they might rent for this purpose. These people came to the society

feeling that advice would be given them in the matter of filling their homes. They were referred to the National Association of Day Nurseries, and when they discovered the cost and problems involved in establishing a place of this sort, practically all gave up the idea.

Establishment of Foster Day Care Services

After some discussion it was agreed that standards of placement should not be lowered. Children placed for day care would be spending almost all their waking hours in a foster home, and we should maintain the same regulations which govern full-time placement. The homes of prospective day parents were therefore investigated and licensed in the same manner as our regular foster homes. In a great many of the applications for placement time played an important factor. In some instances, a temporary license was issued with the understanding that all requirements for regular license would be met within one month. All pre-school children were to be under the care of board of health nurses and were to be taken to baby welfare clinics, as prescribed for regular foster home placement.

Currently we are using six such homes in each of which we have one or two children. The turnover has been small. We have had excellent cooperation from these homes, and we and the parents feel the use of them for day care is satisfactory. In the majority of instances these homes have been from a higher income group and have indicated a patriotic motive.

Consultation Service

A counseling service to women desiring day care for their children was established. This consists of discussion with the mother as to the kind of help she wants and, after a consideration of the types of care

available, a decision as to what special kind of care her child needs. There are the day nursery, which operates a full day, foster day care, where working hours were such that nursery care was not advisable, and foster care, where the children are placed for day and night in private homes. Many came asking for maids to care for their children while they were employed, not knowing of these other services available for children. Due to the various shifts of working hours, we have had requests for placement of children during such odd hours as three in the afternoon to midnight and from 5 a.m. to 3 p.m. One mother, whose working hours seemed to make it possible for her to care for the children during the day, asked us for all-night care. Some women who are separated from their husbands asked for foster homes for themselves and their children, so that they might have more than supervision for their children while they worked and yet be with them at night.

Referrals from Day Nursery

Many of these applicants had been referred to us during these early weeks by the Orange Day Nursery, which was full to capacity and had a waiting list.

For some time the board of this Nursery had been feeling the need of a trained intake worker. In February, 1942, with the help of the National Association of Day Nurseries, it was arranged that a staff member of the Children's Aid and Protective Society give case work service to the Day Nursery. The first concern was the long list of children awaiting admission. On investigation it was found that the parents of most of these children had been able to make other satisfactory plans. There was only one child for whom it was determined placement was actually necessary, and it was possible to admit him within the first month.

Applications have run around seventeen or eighteen a month, and it has been found that only about one-third of the applicants have needed or actually wanted Day Nursery admission once they themselves have been helped to study the situation which brought them to the Day Nursery. In several instances the need for foster day care rather than day nursery care has been indicated, either because of the age of the children, distance from the Day Nursery, the individual characteristics of the children, or working hours of the mother. In several other cases the real problem has been revealed as a family one and referral to the family agency has been accepted. In one or two cases the parents themselves have come to realize the children's need to be at home and have decided themselves that extra financial assistance

would not justify the damage done by separation from their children. The above figures, together with the applications to our Society of less than ten a month, reveal that the total number of applications for day care made each month is about the same as that of the month of September, 1941. Since then the waiting list has not included more than two children at any one time, and the names have not been continued on the waiting list for more than a month before admission. In addition to the above nursery, the community has two all-Negro nurseries and one other small nursery in one of the community centers. All of these are overcrowded—have waiting lists. These have no intake case worker. From the results of the case work done at intake by the worker in the Orange Day Nursery, it would appear that intake is most important in the control of the population of a nursery.

Rates

It has been interesting to note that in most instances the wages of those applying for day nursery care are considerably higher than they have been for the last few years and that in most cases the parents are able to pay a good deal more than the 25 cents a day which was formerly the highest rate paid. The Day Nursery is now receiving as high as \$1.00 a day in a few instances. They have also found that the parents of children who have been in the Day Nursery for some time are willing to pay more since their wages have gone up and several have voluntarily raised the amount of their fee.

Now that applications are under control, studies are being made of family situations of the children who had been admitted to the Day Nursery prior to February, 1942. Although the turnover has been small, we are finding children whose parents can make more satisfactory plans for them and who are planning to do so by fall.

Need for Foster Day Care Services

In December, anticipating a great increase in the problem of caring for the children of working mothers, the Social Welfare Council of the Oranges organized a committee called "The Committee on Day Care for Children of Mothers Working During the Emergency." Included on this committee were representatives of the boards of health, the schools, the clergy, board members from the Day Nursery, the Bureau of Family Service, the Children's Aid, and members of the Defense Councils. This committee started with the knowledge that all of our nurseries

were filled to capacity. A study was undertaken to see what might be done for children needing day care. A school survey was made in East Orange to obtain information from the children as to whether or not their mothers were working. This was done by means of a card indicating the family's name, address, children, their ages, whether the mother was working full time, part time, or by the day, and what supervision the children were receiving after school hours. As a result, it was discovered that between twenty-five and thirty-three per cent of the mothers of children in the East Orange public schools were working. In one school which has a high Negro population, eighty per cent of the mothers were working. In a school of white children, which included a higher income group living in one and two family dwellings, twenty-five per cent of the mothers were working. The supervision provided included care by relatives, a few neighbors, or older children. For the majority, no provision was made at all. It was the opinion of this committee that the above figures revealed a situation which may have existed for a long time. Therefore, a new survey will be initiated in the fall as a check. The above condition is now becoming a community problem, and the committee was aware of the need to rectify it. Following the survey, the schools discovered that a great many children had no provision made for their noon meal. Steps were taken to have lunches provided for such children in one or two of the schools. Some of the schools then made a study of the possibility of establishing nurseries in the school buildings. They went into the costs of equipment, personnel, and operation, but rejected the idea inasmuch as such a plan would not be meeting the primary need and therefore did not warrant the cost. Their greatest service seemed to be a recreational program under the supervision of the recreational departments of the cities or the schools. The Board of Education thought the day placement program should expand along the line of foster day care with emphasis on good counseling by competent social workers. The above survey covered information on school children, and pre-school children were adequately surveyed by the board of health nurses and through the baby welfare clinics. It was the opinion of the committee that a great deal of unplanned placement of children had been going on. The present emergency wartime problem was bringing to light a long-existing unmet need.

Recent reports have come to our society that children, especially Negroes, are being cared for in groups of six or more, for \$1.00 a week per child. The conditions under which they are being cared for are

shamefully inadequate and have shown the need for a better day placement program.

Volunteers

Again the publicity resulted in many offers of volunteer service to the Central Volunteer Bureau. The Committee on Day Care sensed the value of these volunteers as assistants in day nurseries already established and in any expansion program which might be undertaken at a later date. They therefore set up a training course for child care aides, with classes starting April 1st and continuing for an intensive six weeks' period. This course was given by well-trained teachers and was particularly comprehensive in all phases of child care and nursery techniques. About thirty women entered the course, and twenty completed the training. These volunteers are already assisting in four day nurseries, and supervision and conferences with them will continue.

A quick glance at our community centers shows that all of them are ready to cooperate and organize groups if the need arises. Most of them feel that their present program is adequate, and there has been no pressure for further expansion. A very few of our churches have nursery schools, but nothing has been done by that group in the matter of day nursery care. Our city playgrounds take children from six years up but prefer to have children who can take care of themselves. Many of our nursery schools which have been operating on a part-time program have already felt the need of longer hours and are therefore operating all day. The Committee has drawn up standards for emergency day nurseries and has compiled a budget of costs for the establishment of same.

Looking at the problem in this locality at present, we see no indication of an overwhelming need for more day care facilities than we are able to provide. Having anticipated much more work in this field, we will be able to handle a reasonable increase at any time. Regarding future needs, the Committee on Day Care is now giving thought to locating places where nurseries might be established, if and when necessary, as, for example, in the event of the drafting of women in industry. Case work at intake for placements of all types is indicated if standards of placement are to be maintained. The greatest need seems to be a year-round recreational program, with competent instructors, sponsored by city playground departments or public schools. The development of a local professional association of nursery school personnel for better leadership is also indicated to bring this group into the whole day care program.

Agency Relationships and Use of Social-Service Exchange in Problems of Unmarried Parenthood

MAUD MORLOCK
U. S. Children's Bureau

THE needs of families under the stress of war is a subject uppermost in the minds of social workers at the present time. Families are being separated because the men are going into the service or into defense industries. Even where there is no physical separation, family life may be disrupted by long hours of employment both for men and women. Conditions are such in many communities that life for young people is becoming less wholesome and increasingly hazardous. It is, therefore, pertinent for social agencies to analyze their practices and to take stock of the service available to young people who find themselves involved in the problem of unmarried parenthood.

Code and Principles

The following is a code suggested for the guidance of social-service exchanges and other social agencies in dealing with problems of unmarried parenthood. It has been condensed from a report by Miss Mary E. Samson, as chairman of a subcommittee authorized by the National Social Service Exchange Committee, presented during the National Conference of Social Work, 1942, at a joint meeting sponsored by the Exchange Committee and the Committee on Unmarried Parenthood. The material was prepared from questionnaires sent to many cities where groups interested in the problems of unmarried parenthood had met to discuss agency relationships and the use of the exchange.

Accepted Principles.—In most communities it would be agreed that a girl illegitimately pregnant needs the most skillful case work the community can provide, and this implies the use of existing resources. The thinking would not be as clear-cut in regard to the responsibility of a social agency in its relationship to the father of a child born out of wedlock. For the most part, there would be agreement that he should meet and face his responsibility, even though there was little definite idea of procedures as to how this might be attained. Recent discussion seems to indicate that his rights as an individual have been recognized and that in some instances case-work service would be desirable. The need for a saner and more understanding approach to him is indicated. The child of unmarried parents should have the best possible chance to live a normal life. If he is placed in adoption, such a placement should be made by an

authorized agency which can safeguard his interests as well as those of the natural and foster parents.

Even though secrecy frequently surrounds the situation involving birth out of wedlock, more than one social agency is likely to be called upon to assist with the physical, social, economic, and emotional problems. There is an advantage, therefore, if each agency interested in a certain individual can recognize that it has much of value to get from and much to share with another agency. Registration with the social-service exchange is one device which facilitates such working together. It is a symbol of community relationship—one method of community planning. Satisfactory interagency relationships require a high degree of responsibility in the social-service exchange and an equally high degree of responsibility in the co-operating agencies. Such responsibility should insure that the confidential nature of the situation is safeguarded. It should be further remembered that each agency is the custodian of its own records and, therefore, responsible for all the information it releases to other agencies. Before an agency releases any information it should have clearer understanding than it has had in the past of who wants the information, why it is wanted, and what use will be made of it.

Agency Responsibility.—There was a period, not so far distant, when social workers thought that they must communicate with every social agency which had ever registered a particular family. Fortunately for all concerned, a more discriminating use is now made of registrations. There is still need, however, for agencies to clarify their thinking in regard to the kind of information they need in order to work effectively with a particular individual. A visiting nursing organization, for instance, recently made the statement that they were primarily interested in the health of the individual and that it was not important for them to know his social status. If the organization encountered social problems, they were quite willing to call the exchange to ascertain whether any social agency had additional information that would be helpful. Information known to one agency may not have significance, or be pertinent for the successful activity of another agency. There should, therefore, be more awareness on the part of agencies as to the kind of information needed in a particular situation. The agencies should also keep in mind that the pri-

mary purpose in the exchange of information is the welfare of the client, which should also be the welfare of the community. It is particularly important in unmarried-mother situations for agencies to indicate thoughtfully to the exchange when, for the protection of the client, a registration should not be given out, and some provision should be made for handling inquiries if any should be received.

It would be helpful in achieving better practice in the use of the exchange if each agency would develop an explicit written statement of practice, which could be discussed with new workers. A copy of this and of any new material on the subject should be filed with the exchange. It would also be helpful if social workers took more responsibility for notifying the exchange of significant occurrences, such as that of the marriage of the unmarried mother, or the name and date of birth of her child.

Social-service Exchange.—Problems of the exchange are secondary to and flow from agency philosophy and practice—from the agency's conception of its responsibility to the client and the community. Although the exchange must assume leadership for setting up and maintaining the machinery for group consultation, its practice must be in conformity with a community code that takes into account the limitations created by community attitudes. The exchange is responsible for using extreme care in recording and reporting information, particularly in the matter of cross-references. It must abide by restrictions which it has accepted. The exchange may not claim, on the one hand, that its service is "confidential" to members only, and then give "information only" service to non-members. Confidential service must be protected. Agencies that work with unmarried parents and that cannot meet the membership standards set up by the social-service exchange should not be permitted to use the exchange. They should be helped to meet such standards if they wish to do so.

Problems Arising from the Use of the Exchange

The following problems are a few of those that arise from the use of the exchange in situations involving unmarried mothers and that call for further discussion:

1. Which agencies will need and can use constructively information on unmarried mothers and should, therefore, be notified when such mothers have been registered with the exchange? Should such information be given to all agencies using the exchange or to a selected group of agencies?
2. What method should be used by the exchange in registering situations involving illegitimate birth? Do the unmarried mother and her child receive greater protection if registration is made under the mother's name or under her parents' names? Does a code or symbol indicating that the situation involves illegitimacy afford better protection, and, if so, how does such a code operate?

3. What procedures are used in the exchange to safeguard information? Do the social agencies cancel or otherwise protect registrations in the exchange so that information in the future will not be given out, particularly if the child is legitimized through marriage or if adoption occurs?
4. What special procedures have been developed by social agencies in cooperation with the exchange for safeguarding the confidence of unmarried mothers who might be easily known to a large number of people in the community?
5. What should be the practice and procedure in registering the man specified as the father of the child born out of wedlock? Should he be registered in his own name or under the name of his family? Should he be registered if paternity has not been adjudicated and if the agency does not have fairly complete information about him? If he is registered, should it be as father rather than as "boy friend" or "paramour"? Should cross-referencing of his name to that of the mother be only in the social agency's record and not in the exchange file?

Further Developments

It should be emphasized that the confidence of all individuals who need the assistance of a social agency must be safeguarded. The social-service exchange is one method of promoting the welfare of clients and is one means for sound community planning. The exchange and the social agencies can develop procedures which will insure better service to individuals without a violation of confidence. This means, however, in all cases, and particularly in unmarried-mother cases where families and individuals do not want the pregnancy known, that social agencies and the exchange must thoughtfully develop policies and procedures that will insure the welfare of everyone concerned. The response to the questionnaires shows that changes in procedures are occurring, some of which are indicated by the following comments: "The whole discussion raised the question of whether the alleged father was receiving a fair share of the case-work service"; "We enjoyed working on the questionnaires but what we thought was a perfect set-up, we now find can be greatly improved"; "We are recommending that a more complete study should be made of social-agency relationships and the use of the social-service exchange." Such an analysis of agency practice is wholesome and should lead to better agency relationships and better service to individuals.

A further report will be made by a Findings Committee composed of two representatives from the Exchange Group—Miss Mary E. Samson of Philadelphia and Miss Mary Alexander of St. Louis, two representatives of the Committee on Unmarried Parenthood—Mrs. Nelle Lane Gardner and Miss Cornelia Heise of Milwaukee, and with Miss Maud Morlock, Washington, D. C., as consultant. A full report will be mimeographed by the Community Chests and Councils, New York City, and will be ready in the near future. It will be sent to all groups which have participated in the discussion and will be available to others who are interested.

BULLETIN

Published monthly (omitted in July and August) as the official organ of the Child Welfare League of America.

Henrietta L. Gordon, *Editor*

The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.

Annual subscription, \$1.00

Single copies, 10c.

Checks payable to Child Welfare League of America, Inc.

Crusts for Children?

THERE are hopes that the Senate will restore \$156,934 cut by the House, on June 5, from the budget of the United States Children's Bureau. This cut has contradicted the recommendation of the federal Bureau of the Budget and is \$73,515 less than the Children's Bureau has had for the fiscal year just ending. The budget in question is for the year beginning July 1, 1942, known as the fiscal year of 1943.

Friends of the Children's Bureau are shocked at the prospects in wartime of such congressional trimming of funds for child welfare. And, lest we who serve children seem too softhearted, let us consider the action of the Bureau of the Budget. It is such an authority that may be quoted to your senators and congressmen should you share with the President and Executive Director of the Child Welfare League of America the conviction that the \$156,000 should be restored. The Bureau of the Budget considered this sum a reasonable outlay and the Bureau of the Budget is not a drunken sailor.

The cut voted by the House would reduce amounts needed for maternal and child health, child labor, and child welfare services. It would not change the amounts for grants to states.

To sustain services traditionally carried by the Children's Bureau is the least we should do as a country at war. The Bureau has properly requested a margin above the current year's expenses to permit emergency adaptations to problems created or aggravated by the war. Unless there be some such planning by this arm of the government, we shall be left in a most unhappy plight.

Child labor is in demand to the extent that carefully constructed safeguards may be disregarded. Health hazards are to be found in places where no one was living two years ago. Child welfare services are required as never before if we are to recognize and deal with the neglect, dependency and delinquency

which are afflicting the children of every country at war. Consultation on problems pertaining to day care of children is properly a function of the Children's Bureau, and the Bureau will have a practical concern and great responsibility for any planning of evacuations of children which the war may require.

To have the budget of the Children's Bureau cut when leeway is greatly needed is like feeding crusts to children who require a good meal. Just as we adapt our country's resources to an offensive military strategy, so we need to be aggressive in meeting the forces which threaten child welfare. Should the Senate still be considering this subject when you read this editorial, I suggest consulting your conscience and wiring your senator. If it is returned to the House for reconsideration, please remember your congressman also.

—HOWARD W. HOPKIRK

Save the Home to Save the Child—An All-Time Slogan

IT GOES without saying that all our resources, all our energies, must be used to win this war. It has become equally clear that family life must be preserved if we are to win the war—and the peace. Save the home to save the child has long been our slogan. Can it be that a carefully planned community program of care of children could be a threat to the home? There has been insinuation, often veiled, that a well-developed program of day care for children may break up family life. The suggestion that efforts be made to learn the extent of the need of day care for children, not only of working mothers, but in mushroom communities where school and recreational facilities are inadequate, is frequently met by the anxious retort that even a study may encourage mothers to throw their parental responsibility to the winds. For years large numbers of children of migrant families and children of working mothers have been inadequately cared for. It is presumed that more adequate plans for the care of such children will encourage other women to go to work. The added suggestion that such resources as are available be made known to women calls forth even more expressions of concern for the fate of the American home.

Many critics remind women that it is the patriotic duty of mothers to care for their children. Young children especially need their mothers. In the interests of morale the home must also be preserved for the school child and for the adolescent. Some com-

munities inform us that there are as yet few demands for women in defense industries. Is the community to assume responsibility at this time for the care of children of women who are working at such jobs as domestics and sales clerks?

By and large mothers want to stay home and care for their children barring economic necessity to become the breadwinner. Were it not so, the family could hardly be "the natural medium in which normal social and personality development can best be assured." To be sure, there are some mothers who, because of physical and emotional difficulties, must ask someone to take over the care of their children for a longer or shorter period of time. Some mothers are now wanting to go to work to make up to their families for the serious deprivation they suffered during the depression when their homes became sorely depleted of personal and household necessities. Women want to do their part to insure our winning the war. Some can and should go out to work in industry. These goals are not incompatible so long as our community plans are based on a genuine concern for winning the war, and a realistic concern for the well-being of mothers and children. Help with the care of these children during the day will insure their homes for them.

Reports have come to the League that some overzealous and socially shortsighted administrators of the Social Security program, particularly A.D.C., are suggesting, urging, and often insisting that mothers who have been receiving help in maintaining their homes now place their children in day nurseries or foster day care and go out to work. Here is indeed a serious threat to family life, and as such to our war effort. When in Great Britain mounting concern is expressed about how civilian morale is being lowered by the absence of so many men from their homes, we must not make the serious mistake of requiring mothers to give up the care of their homes and children unnecessarily. Only an actual shortage in the ranks of labor essential for the successful prosecution of the war should justify pressure on mothers to go to work.

A genuine concern for the preservation of our home life will be demonstrated by a strengthening of all the social services. The responsibility of children's agencies in wartime is inescapable—(1) To give leadership in determining the needs of all children in their community; (2) to give leadership in the development of adequate facilities for meeting such needs; (3) to redirect efforts to give children care which their own mothers can and should be giving them.

—H. L. G.

NEWS FROM THE FIELD

HOME FINDING FOR UNMARRIED MOTHERS

THE preparation of the foster home for the unmarried mother before and after the birth of her child challenges the skill of the home finder. The period of study of the foster home, when the prospective foster parents and the case worker consider carefully all that will be involved for the foster parents, the agency and the client, may still leave the foster parent in some doubt as to the details discussed and as to her ultimate decision.

Inwood House in New York City has therefore decided upon a brief manual which is:

"A statement of practices for qualified Boarding Homes and Case Work Staff of the Foster Home Department of Inwood House in working together to offer a constructive placement experience to mothers and their babies."

As Miss Lucille Cairns, a case consultant of the Foster Home Service, explained, this manual is given to the foster home when the study is completed, to confirm what has been said during the course of the foster home study, and to give the foster parents an opportunity for withdrawal. If the foster parent decides to go on, she signs a "going-on" statement and she has the manual for further reference.

Topics covered are the waiting period before placement, medical information, financial arrangements, medical follow-up, hospitalization, visitors to the client, arrangements regarding supervision by the agency, notice by the foster parent if arrangements must be prematurely discontinued or changed, and the temporary nature of the service to the client. The agency anticipates that the manual will be changing as their experience develops.

A copy of this manual, the application blank to the foster parent and the statement of readiness which the foster parent signs if she decides to go on with the service, are available for circulation to member agencies which have, or are planning, a foster home program for unmarried mothers. Comments and suggestions will be welcomed by the staff of Inwood House.

Available Through the League Library

BIBLIOGRAPHY FOR SOCIAL WORKERS IN TIME OF WAR, compiled by Charles Miller, Jewish Board of Guardians, New York City, reprinted from *Survey* *Midmonthly*, May, 1942. The material in this bibliography has been gathered for the use of social workers and others in related fields who wish to orient themselves to the new situation created by the war. References cover subjects of immediate interest, from both American and British sources, and include Psychiatry and Mental Hygiene in Wartime.

THE BOARD MEMBER SPEAKS—

A Belated Birthday Greeting to the "Bulletin"

With the January issue of the BULLETIN this unique publication of the Child Welfare League of America, Inc., attained its twenty-first birthday. Such is the stress of present times that neither the officers of the League, its Trustees, nor even the Editor of the paper recognized the significance of the BULLETIN reaching its majority, hence this somewhat belated appraisal.

During the course of the last twenty-one years the paper has varied greatly in format, quality and material included, and even in frequency of its publication. Like any individual growing up, it has learned from experience, and today the League can be justly proud of the publication, and also of the fact that despite vicissitudes due to various causes, including the financial strain which the issuance of the paper involves, it has never permitted an issue to be sent out which has not carried a vital message on some phase of the child welfare field.

The BULLETIN serves primarily two purposes—first, and very logically, a medium through which carefully prepared papers on technical subjects can be presented to a vastly scattered army of child welfare workers located throughout the country, our northerly neighbor, Canada, and even in our possessions in the Pacific. A certain percentage of these workers live within easy access of metropolitan centers, and in all probability have the advantages in the exchange of ideas which proximity to such centers makes available. On the other hand, it must be borne in mind that the great majority of those active in the child welfare field have but little, if any, contact with such centers.

It is also recognized that even favored ones often, by reason of paucity of spare time, can keep up with current trends in the child welfare field only through the medium of the printed page, which can be digested at odd times without taxing the busy schedule of these people.

A glance at the BULLETIN's index for the year 1941 is impressive in the coverage of the subject matter. For example, six articles are disclosed on the very important subject of adoption. In this short period of a year eight articles were presented by leaders in the field of foster home care and the topic of national defense was presented in six papers. This represents but a spot check of the manner in which the BULLETIN carries to the social worker current technical details of their work. It is most difficult to define with exactness just what really constitutes a pro-

fession or the members thereof, but if we turn for guidance to other professions, such as medicine, the law, and the church, we recognize that in all instances every profession has, for the maintenance of its morale and the constant evolutionary and constructive building up of its standards, some medium to reach its members, generally through a periodical of some nature. Thus in maintaining for the professional worker in the child welfare field a periodical of high professional standards the Child Welfare League of America is logically carrying out one of its chief purposes, that of maintaining and constantly building up the technical and professional aspects of this particular welfare activity.

About a year ago the Board of Directors of the League gave cognizance to the fact that there was a large number of persons interested in child welfare and who comprised the board memberships of the various member agencies of the League who were not receiving the service to which they were entitled and which they must receive if they are to properly perform their functions as directors and trustees. While the BULLETIN has and always will be primarily a publication emphasizing the professional side of child welfare work, it is attempting at the same time to present in less technical language matters of current interest to board members of agencies in order to better fit these directors and trustees to function as such in their respective communities. The day when membership on a board of a child caring agency was given merely to the socially prominent or the well meaning is, it is hoped, fairly over. Today the problems of the local child welfare institutions and agencies are many. The BULLETIN is now attempting to supply necessary information. Its mailing list today approximates 3,500 copies, and from responses received it is felt that the BULLETIN is now filling a place of usefulness, both to the professional worker and to the board member.

In the future, as the Government will more and more in all probability enlarge its sphere of activity in the welfare field, the BULLETIN will also be able to be a very real factor in both crystallizing citizen opinion and expressing the same, to the end that the citizens as such will be able to formulate and urge, from time to time, current thought and practices in relation to the field that particularly touch those who will be the citizens of the future.

—FRANK R. PENTLARGE

*Member, Board of Trustees, Children's Home and Welfare Society,
Montclair, New Jersey*

Case Record Exhibit

THE new case record exhibit sponsored by the Child Welfare League of America and presented at National Conference in New Orleans is now ready for circulation. Many agency representatives and various other interested persons made use of the opportunity while attending the Conference to read some of the case material. Some questioned whether copies of the records could be purchased. Many commented on the value of the exhibit.

The exhibit consists of 160 case records. The selection of records represents not only the work of the fourteen regional committees, but of the many staff members of the agencies which participated. From the wealth of material submitted to these regional chairmen it has been possible to select cases indicating different types of practice among agencies throughout the country as well as to cover a great variety of content. The regional chairmen have expressed the feeling that the discussions at their committee meetings have been stimulating to the participating agencies. It resulted in an increased appreciation of the functions and techniques of other agencies practising in the child welfare field. Consideration was given to what might be the most useful types of recording, how clarity as well as brevity might be achieved. Correspondence with regional chairmen as well as a meeting of the Case Record Exhibit Committee in New Orleans revealed how generously the League's member agencies have given of their time in developing this exhibit. In addition to the 160 records accepted, there were some which could not be included because they arrived too late, and a few, where, contrary to established policy, the agency identification was disguised beyond recognition.

The form of the indexes which is familiar to all who used the 1941 exhibit has been followed this year. There are three—an index by subject, a numerical and content index, and an index by agency. The index by subject will show that under Foster Home Study there are 20 records covering both accepted and rejected boarding home studies and similar adoption studies. Included in this group are records showing adoption application which were studied, approved and placements made. About 50 records cover work relating to other aspects of boarding care of children; 10 records cover application and intake studies; 12 cover preparation for foster home placement or replacement; 7 cover placement of difficult children; and 23 cover case work during placement in foster homes. There are also complete service records showing activity with parents, children and

foster parents. Another group of records cover institutional care; 16 deal with preparation of children for institutional placement, direct work with children during placement, and help given to children in preparation for leaving the institution. There is also a group of 10 cases related to protective services for children.

We are pleased that this year we have some records that describe case work with unmarried mothers. Some of these lead to the adoption of the babies, others continue with boarding care and the remainder indicate the way in which the mothers arranged to take their babies home.

There are records illustrating direct work with adolescents whose problems are in relation to their own family group, and two timely situations which reveal the effect of the sudden influx of defense workers upon a small community. In addition, the exhibit contains A.D.C. records, case material about children in study homes, in child guidance clinic settings, and some records of the placement of refugee children. There are also records on miscellaneous subjects, such as preparation for placement of an adolescent girl in a wage home, and work with a non-resident mother about plans for her baby.

In addition, it should be noted that each record has the forms that the agency uses as part of its case record keeping.

The exhibit will remain in circulation until the 1943 National Conference of Social Work.

—DOROTHY C. BARLOW

Chairman, 1942 Case Record Exhibit Committee

N. B.—Upon request to the Child Welfare League of America, the exhibit will be available for loan to accredited members, free of charge except for expressage, for a two weeks' period. This period may be extended one or two weeks if the request is made in advance. Affiliated agencies and associates, such as schools of social work, state conferences of social work and councils of social agencies, may rent the exhibit at a fee of \$5.00 per week plus expressage. No part of the exhibit may be separated, and no copies of any of the records may be made.

One copy of the exhibit will be at the League's office for the convenience of visitors, as well as to meet the unpredictable requests of schools of social work and state and regional conferences.

We would like to make a special plea that agencies indicate early for how long a period they will be wanting the exhibit, and that they observe the time limit decided upon. This coming year will call for many economies. Save the League the necessity of writing reminders and answering anxious inquiries about why the exhibit did not reach its destination in accordance with stated plans.

Pan American Congress Recommends

The June issue of *The Child* lists, in an article entitled "Action Taken by the Eighth Pan American Child Congress," the following recommendations on essential services for mothers and children in wartime, which constitute a large part of the resolutions of that Congress. These include, under I and II, measures important to all children, and under III, measures of particular interest to social workers.

I. Measures to maintain and extend, in time of war, health services for mothers and children.

1. The intensification of preventive health work, especially in the following ways:

- (a) Immunization against communicable diseases.
- (b) Treatment of syphilis during pregnancy.
- (c) Sanitation of unhealthy areas and control of drinking water.
- (d) Sanitary control of foodstuffs, especially milk.

2. Intensification of health education for mothers.

3. Increase of medical supervision and education for expectant mothers and for children from birth to adolescence by means of prenatal clinics, postnatal clinics, and school health services, including instruction in first aid.

4. Improvement and supplementation of the diet of women during pregnancy and lactation by means of special restaurants and other methods.

5. Increase in provision for medical and obstetric care during childbirth.

6. Special attention to nutrition by the creation in each country of a committee to study and try to solve the following problems:

(a) Determination of the most adequate types of diet from the standpoint of nutritive value in accordance with the conditions prevailing in the country and for different ages, taking into consideration the natural products of each country.

(b) Determination of the most adequate types of diet from the standpoint of cost and economic conditions of the population.

(c) Determination of the best form of nutrition education directed toward the establishment of improved food habits.

(d) Intensification and amplification of the program for milk stations and school breakfast and lunch services.

7. Creation of behavior clinics and development of educational measures to counteract the psychological effects of the war on children, utilizing for this work the services of physicians, psychiatrists, psychologists, teachers, social workers, and parents.

8. Promotion of the most rapid preparation of volunteer personnel to assist the technical personnel in the medical care of mothers and children.

9. Preparation of a plan for the mobilization and distribution of medical specialists in obstetrics and pediatrics, and of nurses in order that the medical services for mothers and children may not lack technical guidance.

10. Study of the form of raising official and private funds for the maintenance and extension of medical services for mothers and children.

II. Measures for maintaining and extending in times of war the educational and recreational services and regulation of the work of minors.

1. Stimulation of the creation of new educational provisions from the kindergarten to the university, as well as special educational institutions for abnormal, blind, deaf and dumb, and crippled children.

2. Direction of education toward obtaining development of children as individuals, capable of taking care of themselves and devoted to freedom and peace.

3. Endeavor through educational means to arouse in children a sense of social solidarity, conscientious discipline and intelligent loyalty, and to inculcate moral and ethical principles.

4. Utilization of the school as an auxiliary to the civil-defense organization under its direct control.

5. Promotion of the installation of recreation centers and children's libraries and the formation of clubs, and social and recreational organizations that may provide for the children the means of a sound and wholesome relaxation and character development.

6. Encouragement of the theater, children's literature, and other artistic activities.

7. Promotion of child-labor legislation and regulations, including provisions for minimum age for entrance into employment, working conditions, wages, maximum working hours, and regulation of the work of children in street trades.

8. The promotion of the creation of offices that may be entrusted with the supervision of the work of minors and with the enforcement of laws and regulations in regard to the same.

9. Provision of adequate facilities for the training of teachers, recreation leaders, and enforcement officers.

III. Measures to obtain the economic stability of the family and to maintain and extend social services for children under the conditions created by the war.

1. Guidance and encouragement of industrial and agricultural production in each country, under the guidance and with the aid of the Governments, taking into consideration the needs of defense and production of war materials, as well as internal consumption needs, and the possibilities of foreign markets.

2. Development of an employment policy, consonant with the economic and production program planned, and the establishment of central employment services, giving preference in placement to men and women who are heads of families, and avoiding as far as possible the employment of mothers of very young children who need their care.

3. Provision for vocational training for workers in new industries and activities, securing for women heads of families, after they have had vocational training, ample opportunity for employment, especially in types of work from which men are being transferred for employment in new defense industries.

4. Establishment of an adequate minimum wage to guarantee the subsistence of the family unit and reasonable working hours.

5. Broadening social-security services and savings plans to provide subsistence for workers and their families in certain eventualities and contingencies (maternity, illness, invalidism, death, unemployment).

6. Application of measures to reduce the high cost of articles of prime necessity, with rationing and adequate distribution of food, under government control, when circumstances require, with special consideration of mothers and children.

7. Development of a broad educational program for the improved utilization of foodstuffs and study of low-cost diets.

8. Application of measures to provide low-cost housing to improve hygienic conditions, and to extend the construction of adequate and low-cost homes for workers.

9. Development of social services for children based on regard for the family unit, or the creation of an adequate home environment for those lacking such advantages, giving special attention to:

(a) Creation or increase of facilities and services for the children of working mothers, including the provision of school breakfast and lunch services for such children.

(b) Placement of dependent children in family homes.

(c) Economic aid to dependent children in their own homes.

10. Development of legislation and regulations to determine:

(a) The responsibility of the government in the social protection of children.

(b) The responsibility of fathers toward children, both legitimate and those born out of wedlock, and the development of measures to enforce this obligation.

(c) Measures facilitating adoption or placing of dependent children.

(d) Principles of treatment and education of socially maladjusted children.

11. Promotion of the training of social workers, who constitute personnel indispensable to the advancement of the program as a whole, establishing additional schools of social work as required.

12. Establishment of a system of government allowances to provide economic security for the families of men in the armed services.

13. The Governments of the American Republics should, within their economic possibilities, provide such additional funds as may be necessary to carry out these recommendations.

Report on the Use of Advertising to Stimulate Boarding Applications

June, 1941, to May, 1942

Children's Bureau of Indianapolis Orphan Asylum

DURING this period there were a total of 7 advertisements: one was for a baby, three were for boys, ages 5, 12, 13 and 15, and two were for girls, ages 15 and 16. The maximum number of responses to any one ad was 83 and the minimum was 11. The ads that got the fewest responses ran just a few days before Christmas. All were placed in the Personals column of the Indianapolis *Star*, usually running for four days, including one Sunday issue.

The seven ads brought a total number of 333 responses. The intake worker wrote to 145 of these, making appointments for personal interviews. The others were not followed up, for various reasons—some lived too far from the city, some were already known to the agency, and the letters of others indicated an obvious inability to meet foster home standards. Of the 145 that were offered appointments, 67 came to the office; 31 of these were disapproved at intake. Of the remaining 36, 11 were disapproved or withdrawn after study, 11 are still in the pending files, and 3 are being studied and will probably be approved for use; 11 of the applications were approved and 8 of them are boarding children at the present time; 2 of those not now in use have already functioned for very difficult children and the Children's Bureau is looking forward to making other placements with these families. The 11 approved homes represented almost one-third of the 35 new boarding homes that were approved during this period.

The following are the ads and the number of responses and approved homes each brought in:

Wanted by private child-placing agency a foster home in Indianapolis or suburbs, for a 16-year-old girl with the normal problems of adolescence. Board, clothing, and medical care will be provided. Foster parents are desired who have a sincere interest in children, who can work hand in hand with the agency, and can see the challenge of helping children as a real job. (40 responses, 3 approved homes.)

Wanted a foster home by me, Jimmie, a 12-year-old boy, Indianapolis or suburbs. I have spent 1 year in a children's institution getting my problems ironed out. My social worker and I think I am ready for a foster home. Occasionally, I have a temper tantrum, but who doesn't?—one way or another. I like family life and, if I do say so myself, I'd make some family very happy. Board, clothing, and medical care furnished by the agency which looks after me. (83 responses, 3 approved homes.)

Wanted a foster mother and father by Mary, age 13; Mary's own parents cannot care for her and she is looking for a home where she will be taken in as a member of the family. Board, medical care, and clothing supplied. (60 responses, 2 approved homes.)

Wanted foster home that can understand a 15-year-old boy who, like most adolescents, is a perplexing mixture of child and young adult. Board, medical care, and clothing provided. Should be in Indianapolis or suburbs. (12 responses, 1 approved home.)

Wanted by a child-placing agency a city or suburban boarding home of good standards for an attractive, intelligent, mischievous 5-year-old boy whose mother is employed. (11 responses, 1 approved home and 2 in process of study that will probably be approved.)

Child-placing agency in immediate need of foster homes, suburban or within 25 miles of Indianapolis, for 13-year-old attractive, responsive boy. Child needs great deal of love and security. Should be only child in home. Board, clothing, medical care provided. (80 responses, no approved homes.)

Licensed child-placing agency seeking foster homes for babies; board, clothing, medical care provided. (57 responses, 2 approved homes.)

The agency was not identified in any of the ads but a box number was given. The last ad placed stated, "Licensed child-placing agency," in keeping with the recommendations of the independent foster home committee.

The ads did not always bring in homes for the particular children for whom the agency was seeking placement, but many times the applications were approved for children of another age and sex. Four families that responded to the ads for older girls took boys of grade school age and one is now interested in adopting four-year-old twins; one that applied for a 12-year-old boy took an adolescent girl who was a serious health problem; one that responded to the ad for a 15-year-old boy took three sisters, ages 2, 4, and 6, and another that responded to an ad for babies took brothers, 4 and 5 years old.

It has been generally conceded that the best source for new foster homes is the group of active foster parents. Newspaper advertisement had been resorted to largely in the days when this program of care was developing. More recently, however, it was felt that the returns did not compensate for the cost in time, effort and money. The shortage of foster homes that has been so distressing to workers in placement agencies has awakened new interest not only in ways of interpreting this service to the community, but in publicity methods for stimulating foster parent applications. Agencies are again beginning to question, "Shall we do more advertising?" The experience in newspaper advertising cited here will be of interest to child placement agencies.—ED.

BOOK NOTES

SOCIAL LEARNING AND IMITATION, N. E. Miller and J. Dollard, Yale University Press, New Haven, 341 pp. \$3.50.

Do children learn to imitate? Do they learn through imitation? These are questions that have been frequently asked by workers in children's agencies. The history of psychology is replete with theoretical discussion and experimental observation of the learning process. This interest in learning has

been stimulated by the observation that the behavior of humans is learned. In the words of the present authors, "... precisely that behavior which is widely felt to characterize man as a rational being, or as a member of a particular nation or social class, is acquired rather than innate."

In their book, Miller and Dollard offer an excellent statement of those phases of learning theory which have been verified by long years of experimental observation. They hold to what may be briefly described as the "reinforcement theory of learning." In this theory, four fundamental aspects of learning are emphasized. They are: (1) drive, or motivation, or the impulsion to respond, (2) cue or the directing stimulation, (3) response in reaction to the drive and in accord with the cue and, (4) reward. Hull is acknowledged as the major source for the principles enunciated. The influence of the conditioned response or associationist experimentation (Pavlov, Bechterev, Watson) is apparent. More recognition, however, is given to the distinctive role played by rewards in the reinforcement or weakening of behavior tendencies and habits. Thorndyke's formulations did give major attention to the factor of reward. Again, the authors offer a clearer explanation of the role in learning of primary drives (thirst, hunger, pain, sex, fatigue) and the acquired drives or social needs (desire for approval, money, etc.).

This theoretical background is applied to the phenomenon of imitation. Experiments show clearly that imitation is not a natural or innate tendency. People learn to imitate a non-imitate and to do so discriminatively.

Finally, the principles of learning and imitation are used to explain such problems of group behavior as crowd behavior, a specific lynching situation and the process of cultural diffusion.

Social scientists will be interested in the cooperation of two disciplines—psychology and social science—in the attempted solution of common problems. This is symbolic of the growing awareness that the study of the process of individual development must include a consideration of social context or culture. Case workers and all others seeking aid in their work with individuals are likely to become impatient with a book whose focus is on broad principles. Yet they will recognize the need for the formulation of such principles and they will be impressed by the way in which organized theory can stimulate significant experimentation and research.

—DR. WILLIAM GOLDFARB

Psychologist, New York Association for Jewish Children